

5.0 Task Force Recommendations

5.1 Reuse Concept

The recommended concept for the reuse and redevelopment of the Reformatory and Penitentiary Area includes the coordinated development of the penitentiary, reformatory and ball field areas for a mix of educational, professional office, residential, including magnet housing and village center (see Figure 26). This concept is intended to provide an overall approach to how the site and buildings could be rehabilitated as well as a range of uses that should be incorporated in the plan. The Task Force believes the following concept exemplifies a viable scenario for future uses and historic preservation.

5.2 Conceptual, Phased Approach to Development

The Reformatory and Penitentiary Area should be developed based on a unified development scenario for at least the entire reformatory or penitentiary area, as opposed to individual proposals seeking to use one or more structures. In the case of phased development, the reformatory, with the village center should be developed as the first phase of the project and the penitentiary developed as the second phase. This will encourage major investment in the infrastructure while promoting compatible uses among adjacent structures. The recommendation of conceptual scenarios for the reformatory and penitentiary is consistent with the approval of conceptual plans for the workhouse site (Lorton Arts Foundation) and the adjacent senior living community.

A phased approach to adaptive reuse allows the reformatory and penitentiary to be developed separately, thus reducing the scale and costs to potential development partners and the County, and increasing the likelihood of rehabilitating contributing structures. While phased implementation may be necessary, the development team should comprehensively address issues affecting the entire 79 acre site through a coordinated plan.

5.3 Financial Considerations

Given the County's overall commitment to Laurel Hill, the County's financial participation at the Reformatory and Penitentiary Area must be minimal. Private or other investment should substantially support the development.

The Lorton Arts Foundation Concept - Financial Considerations

In conjunction with ensuring synergy between the adaptive reuse development and surrounding uses, the Task Force reviewed the feasibility study prepared for the first phase of the Lorton Arts Foundation (LAF) project. A total project cost of at least \$75 million is estimated. To finance this cost in the first five years, \$25 million in bond financing and \$5 million in County support is requested. The cost and revenue estimates in the feasibility study strongly support several of the Task Force's assumptions and resulting recommendations. The LAF project is proposing a mix of arts, event spaces, residential and supporting food services. Specific market niches that LAF is



Figure 26: Final Concept

attempting to attract include hotel-banquet, museums, catering, visual arts and performing arts. These uses should be complemented by the development of the Reformatory and Penitentiary, not replicated. As a result, the recommendations for the Penitentiary Reformatory Area avoid these specific uses because they would compete with LAF.

The LAF feasibility study also shows the importance of active involvement of the County, and state and federal government along with private investors and donors. It is this type of broad-based support that will contribute to the success of the LAF project and will contribute to the success of the Penitentiary and Reformatory Area. Finally, the LAF study substantiates many of the cost assumptions that have been utilized to develop the financial analysis of the Central Maximum Area. These include:

- **LAF Cost Estimates** are in the range of \$42 to \$150 per square foot, while costs at the Reformatory and Penitentiary Area are estimated to be approximately \$200 per square foot. The LAF construction costs include: structural repairs, exterior wall improvements, window replacements, arcade/entrance repairs, mechanical and electrical equipment and site improvements. The costs do not include roof repairs or replacement, or interior fit out costs (these include lighting, interior walls, furniture, bathrooms, carpeting, ceiling work, or other special equipment). The cost estimates anticipate County investment related to roof replacement and repairs at the Occoquan site.

Cost estimates developed for the Reformatory and Penitentiary Area include all the interior and exterior building renovation costs. But as with any complex construction project such as this, it is likely other costs will be higher than expected. Based on the information provided, the \$200 per square foot estimate is reasonable for the Reformatory and Penitentiary Area.

- **Revenue Projections** are related to a number of uses that reflect the market analysis and are different than those anticipated at the Reformatory and Penitentiary Area. Worth comparing is the revenue projection for restaurants. The restaurants are anticipating a yearly lease income of \$125,000 for pad sites. Assuming the restaurant is 6,000 square feet, the lease rate would be \$20.80 per square foot – which is very similar to the anticipated retail lease rate at the Reformatory and Penitentiary Area.

5.4 Historic Vision

Historic Themes

In order to promote historic vision and synergy with other areas at Laurel Hill, the Task Force reviewed historic documentation to identify and bring attention to the predominant historic themes (see Appendix 8 Historic Documentation List) of the Progressive Era of prison reform and the Colonial Revival style of architecture utilized by Snowden Ashford:

Progressive Era

“The District of Columbia Workhouse (at the Occoquan site) and the Reformatory (Central Maximum site), the earliest established components of the present Correctional Facility, reflected in their buildings the innovative intentions of their creators and administrators. Dormitories consisted of one large, single room instead of cellblocks, and there were no high masonry walls and watch towers.”

- William and Mary evaluation, Page 98

Colonial Revival Architecture of Snowden Ashford

Washington D.C. municipal architect Snowden Ashford is credited with the design of the reformatory at the Central Maximum site and the workhouse at the Occoquan site.

“Apparently, Snowden Ashford’s drawings for the reformatory “...were reused for the construction of the workhouse facility. The historic buildings in both the workhouse and reformatory complexes are virtually identical and were designed the Colonial Revival style.”

- William and Mary evaluation, Page 105

The buildings within the penitentiary at Central Maximum were built later in the Colonial Revival style.

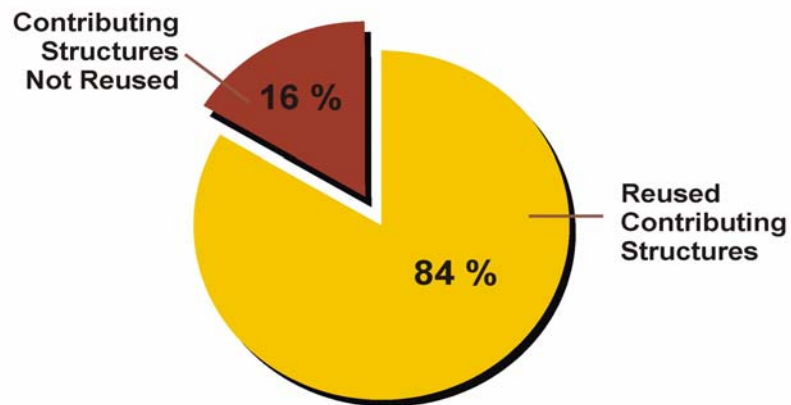
Historic Relevance and Hierarchy

In addition to reviewing historic documentation, the Task Force adopted and utilized a document entitled Relevance to Vision. It was developed by EDAW in conjunction with John Milner and Associates and Hickok Warner Cole with expertise in architecture and historic preservation. The document creates a hierarchy of structures by considering them in accordance with their adherence to the ideals of Progressive Era prison reform. The contributing structures at the Workhouse and Reformatory and Penitentiary sites were rated as high, medium or low in terms of their expression of Progressive Era principles (please see Appendix 9 Relevance to Vision).

Reuse of Contributing Structures

The Task Force recommends adherence to the predominant historic themes and relevance to historic vision when considering adaptive reuse strategies at Laurel Hill at all three areas, the workhouse, reformatory and penitentiary. As shown in Figure 27, the reuse scenarios for these areas utilize more than 80 percent of the square footage of the contributing structures.

CONTRIBUTING STRUCTURES USE WORKHOUSE, REFORMATORY, PENITENTIARY, AND SENIOR COMMUNITY



The percentages above represent square feet.
The reuse scenarios utilize 84% of the square footage of the contributing structures.

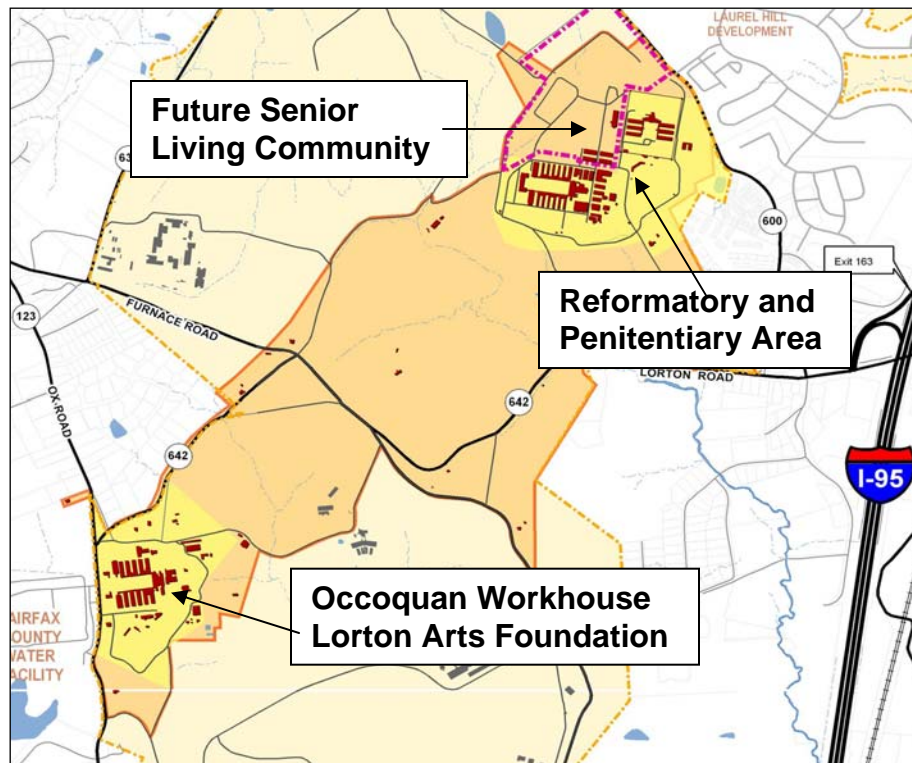


Figure 27: Adaptive Reuse of Structures

5.5 Land Use Scenarios

The following section describes the Task Force land use recommendations for the Reformatory and Penitentiary Area.

Reformatory

The concept below illustrates the Task Force approach to the reuse of the reformatory buildings (the buildings surrounding the reformatory quadrangle) as a mix of magnet housing, market rate housing, and/or other uses. The residential units are designed as loft style housing and are located primarily within existing structures.



Figure 28: Conceptual View of Reformatory

Housing Considerations

The mix of market rate and magnet residential units is an opportunity to implement a viable reuse plan at the historically significant reformatory site while providing ancillary support to adjacent uses at Laurel Hill and the surrounding area. The development of market rate units is an incentive for private investment in conjunction with the retail scenario of the village center.

Magnet housing units would be designed to attract residents who want to participate in a focused living and learning environment that features affordable, attractive housing in a condominium or loft style setting intermixed with a variety of educational opportunities and associated with a sponsoring employer. Magnet housing units should be used in support of an education or other scenario at the penitentiary or in support of public employees such as school teachers, fire fighter and police trainees.

The potential of incorporating magnet housing at the reformatory should be based on a model of no less than 30 units for purposes of efficiency in management and maintenance.

The concept of assisting individuals in professional training for careers is based on extended residence of up to two years with training or educational opportunities available on site or nearby. Several options could be used with ownership by the Fairfax County Redevelopment and Housing Authority (FCRHA) or a non profit partner. In addition, a combination of market rate and magnet housing identify at least two sources of funding beyond the County's capital budget. For further discussion on project financing see Section 5.7.

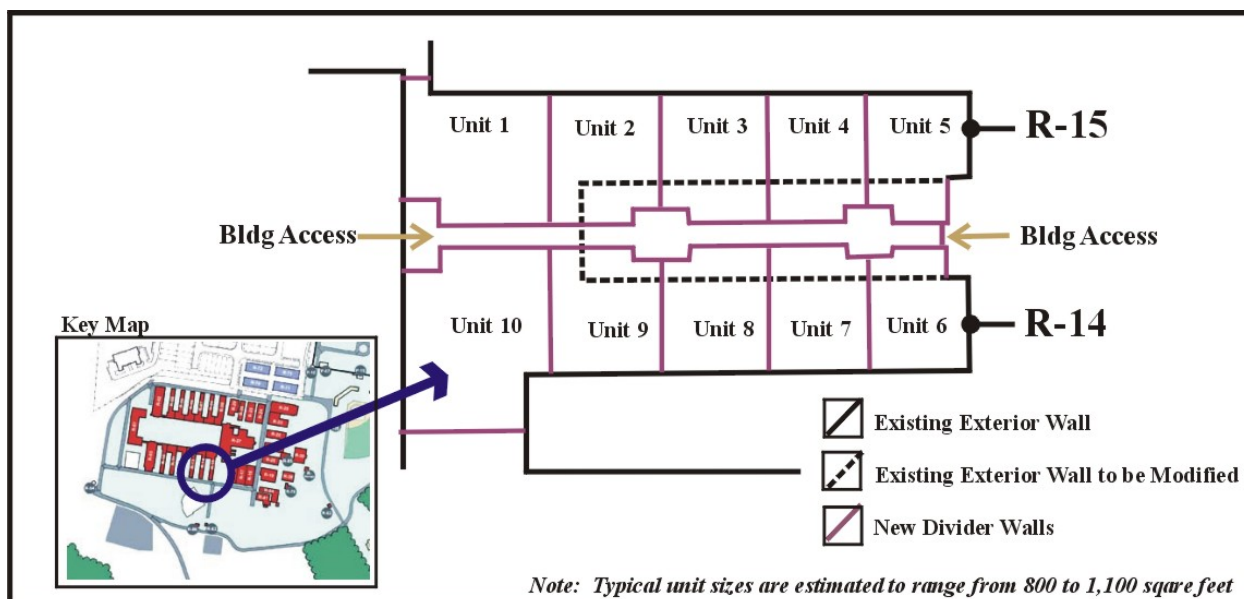


Figure 29: Typical Conceptual Floor Plan for Residential Use at the Reformatory

The concept plan for the reformatory illustrates utilizing the areas between every other dorm to provide space to create a more typical floor plan. As shown on Figure 29, the layout provides a central corridor with rooms / units off each side of the corridor. Depending on the mix of uses, the size and number of units could vary. See section 5.6 for the anticipated range of units.

In this scenario, the quad area (central open space) would remain as a park area available to the public, a concept the Task Force supports. Parking for the reformatory area would primarily occur in the flat areas to the south of the quad.

Circulation would be provided by a road loop around the reformatory quad that would link with Lorton Road to the south and Silverbrook Road to the east. It also is possible that this road connection would extend to Laurel Crest Drive to the north. As in any proposal, all road improvements would need to be coordinated closely with the Fairfax County Department of Transportation and Virginia Department of Transportation.

The site design also should incorporate direct connections with the Laurel Hill greenway encouraging pedestrian and bicycle access to the site.

Village Center

The Village Center is recommended to include a mix of retail, professional office and residential uses. The Village Center would include a combination of some rehabilitated contributing buildings along with new, infill construction. The concept is to create a center that builds on the architectural character of the contributing buildings, while allowing for new construction that can meet the requirements of today's retail and small office users. Where possible, the Village Center should include residential uses above the retail to create a vibrant neighborhood commercial center. This neighborhood center not only would serve the Reformatory and Penitentiary Area, but would also serve as a hub to the senior community to the north, the new and existing residential communities north of Silverbrook Road, and other surrounding communities.

To be distinct from other retail shopping centers in the area, the Village Center should include a mix of uses and design to create a unique environment. Recommended uses include restaurants, specialty stores, convenience retail and small professional office uses. The Village Center should be oriented toward the existing north - south road that links to the senior living community. This road also should include connections to Lorton Road to the south and Silverbrook Road to the east. To help ensure success of the Village Center, identity signage should be incorporated at the intersections of Silverbrook and Lorton Roads.

Depending on the final layout of the Village Center, it is possible to consider development of an additional block of condominium/loft units directly east of the main street. This additional block would create an alley condition and would help limit the views of the backs of the commercial buildings. This also would also allow for a row of residential units to look out on to the ball field.

Parking for the Village Center should be provided as on-street parking where feasible, with surface parking areas to the south and east of the Village Center.



Figure 30: Conceptual View of Village Center

Ball field

The ball field is included in the conceptual planning for the Reformatory and Penitentiary Area. It should be converted from an interim use to a permanent recreational amenity for the site and surrounding users. The ball field should include pedestrian linkages to the Laurel Hill greenway, adjacent park areas and the reuse areas. Parking areas should be provided within the existing parking sites south and west of the ball field, and shared parking with retail and office uses should be considered.

Penitentiary

Rehabilitation and reuse of the penitentiary could develop under a scenario that includes education, supporting office research uses and other complementary uses. Access into the penitentiary site could occur through carefully located portals in addition to the existing sally port in the penitentiary wall. The concept plan illustrates an opening at the north end of the site with the new access road from Silverbrook Road and from the south from the ball field. It also is recommended that the existing road along the exterior of the eastern side of the wall be upgraded to serve as a circulation route around the penitentiary and provide additional access to the ball field and reformatory.

Within the penitentiary walls, parking should be provided in proximity to the buildings depending on the use. It is recommended that small parking lots be developed in an axial relationship on the north and south sides of the penitentiary in order to meet the parking needs and respect the axial site layout. It also may be feasible to incorporate some parking along the exterior road to the east of the penitentiary. One other important access issue will be provision of fire lanes between the penitentiary buildings and the wall; these can be accommodated with a stabilized lawn system to minimize paved areas.

The penitentiary buildings offer the potential for two-story development within the cellblock buildings. The key constraint is the removal of the cellblocks which will likely add significantly to the rehabilitation costs for these buildings. In contrast, the dining building (P-12) offers a flexible open space on the main level and some additional space in a basement.

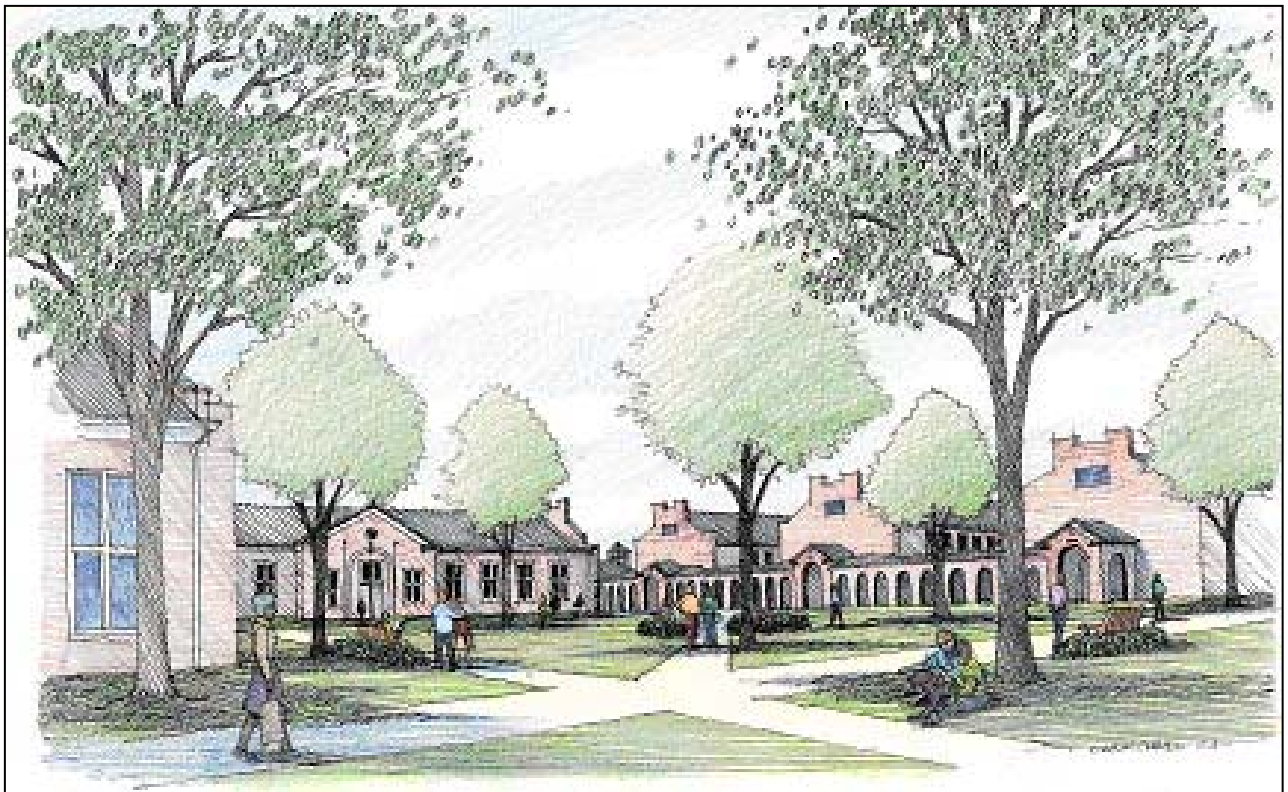


Figure 31: Conceptual View of the Penitentiary

5.6 Implementation

Important components of the recommended implementation strategy include creating a process to request and review proposals, identifying a development partner, negotiating a development agreement and then moving forward with the approval process and development of the site. There are several key steps the Task Force has identified to achieve this strategy. These include clearly delineating a series of development principals for the site, putting in place an organizational structure including a project manager and determining a realistic schedule for implementing the project. Numbers of units and square footage are illustrative and may vary depending upon the eventual approved development scenario.

Development Guidelines

Land Use

- **Reformatory** could include the rehabilitation of the existing quad for a range of magnet and market rate housing ranging from 50 to 125 loft type residential units. This housing should be contained within the existing structures with exterior modifications as necessary to meet the requirements of this use. The magnet housing units should be developed as an ancillary use to other uses within the Reformatory and Penitentiary Area and surrounding education, cultural and other public uses. The units are envisioned to provide housing to professionals such as educators and public safety specialists.
- **Village Center** could include a range of 40,000 square feet to 60,000 square feet of retail, small professional office uses along the “Main Street”. In addition, the Village Center could incorporate loft type residential units within existing structures or as part of infill construction that is complementary to the existing architecture. The residential use could range from 10 to 30 units.
- **Penitentiary** could include the rehabilitation of the existing quad for a range of education related uses, supporting office and research facilities, and other uses. The education use could range in size from 50,000 to 125,000 square feet. Considering the complexity and potential costs related to developing the penitentiary area, it is important that Fairfax County not be the only government partner in the process. The Task Force strongly encourages that the County ensure that the federal government and state government are active partners in the development of an education scenario. Historic tax credits are one aspect of this partnership, but the County and development partners should seek additional ways of ensuring participation. This could include federal and state grants to support infrastructure, building renovation or operations as well as support in streamlining the approval process. The approvals could include the activities related to reuse or demolition of historic buildings, as well as those related to the Memorandum of Agreement and the General Services Agency oversight of the property.

Design, Access and Historic Preservation

- Design of the Reformatory and Penitentiary Area should be sensitive to the historic architecture and create a high quality rehabilitation that enhances the pedestrian oriented area. Parking areas should be provided to meet County and user requirements, offer convenience to the uses and designed, if practical to be visually unobtrusive.
- The development of the Reformatory and Penitentiary Area should seek to create a unique environment in Fairfax County and the region. The reuse should create a focal point and activity center for the community. In addition, the development should complement the surrounding park areas by providing services to the park users and linkages to the park and Laurel Hill Greenway.
- Access into the Reformatory and Penitentiary Area should be provided from Silverbrook Road, Lorton Road and Laurel Crest Drive. The Silverbrook Road access should provide as direct a link as feasible to this important collector road. The Lorton Road access should occur along the existing prison access road. Consideration should be given to realigning the northern portion of this road to tie directly into the “Main Street”. Additional technical analysis of both these road connections will be required.
- Emphasis should be placed on rehabilitation of historically relevant structures for new uses. New uses may require changes to doors and windows along with other building alterations. These changes should be made to complement existing architecture and in accordance with the Secretary of Interior’s standards for rehabilitating historic buildings.
- New construction may be necessary to address the needs of future users. New construction should be undertaken in a manner that is compatible and complementary to the existing character of the historic district. When proposing new construction, consideration should be given to the distinctive architectural and landscape areas. Siting of these buildings should be carefully considered in context of the historic building patterns.

Phasing

- Development of the site could either occur in one phase, establishing development in both the penitentiary and reformatory areas or in two phases. In any event the development team should address issues affecting the entire 79 acre site through a coordinated plan. If the development plan identifies a two phase process, it is recommended that the first phase be the reformatory and village center area. Development of this area first is encouraged because: 1) it would serve as an incentive for reuse of the penitentiary; 2) it would have the greatest visual impact on the community; and, 3) it would help to establish the center of this important redevelopment complementing the senior community and park areas, as well as the new and existing communities adjacent to Laurel Hill.

Comprehensive Plan Guidance

- The Fairfax County Comprehensive Plan should be amended to support an option for mixed use development as recommended by the Task Force. Sections to be revised include the Concept for Future and Sub-unit 3B of LP1, Laurel Hill Community Planning Sector in the Lower Potomac Planning District of the 2003 Edition of the Comprehensive Plan. In general, the new text should reflect an option for mixed use development as detailed in Section 5.5 that includes education, office and research uses, retail and residential use. The residential component should be described as loft style residential units. The residential component should include a mix of market rate and magnet housing. The magnet housing should complement surrounding education, cultural and other public uses. The units are envisioned to provide housing to professionals such as educators and public safety specialists.

In reflection of the discussion in Section 5.3, the Plan text also should emphasize the importance of phased development. Development of the site may occur in one phase, establishing development in both the penitentiary and reformatory areas or in two phases. A phase should include either the reformatory and village center as one component or the entire penitentiary area. In any scenario, issues affecting the entire 79 acre site should be addressed through a coordinated plan. If the development plan identifies a two phase process, the first phase should focus on the reformatory and village center.

Finally, the importance of design sensitivity to historic architecture and the creation of a high quality project should be stressed. However there should be recognition that new construction may be necessary to address the needs of future users, and if so, should be undertaken in a manner that is compatible and complementary to the existing character of the historic district. If the County is not able to identify a qualified development team, for the reformatory or penitentiary phases of the project or both, the Plan should include provisions to permit the County to consider amending the development scenario for either or both phases. Such amendments can include reducing the scope of an adaptive reuse strategy to incorporate fewer existing structures.

Financial Considerations

- The development should seek to minimize County financial participation, and leverage that participation to create a viable, self-sustaining development. Please see the section entitled Project Economics in Section 5.7.

Development Team

- A development team should be selected through a competitive process such as Request for Proposal. The development team should meet the following criteria:
 - Experience with complex development projects and approval processes;
 - Track record of implementing financially sustainable projects;
 - Experience working with a wide range of stakeholders to develop consensus in developing their projects;

- Financial ability to accomplish the redevelopment over a number of years;
- Team partners with extensive historic rehabilitation experience;
- Experience with projects that involve partnerships between the public and private sector including securing funding from a variety of sources;
- If an education use is included within the proposal, the institution should be an accredited institution of learning, financially solvent with a proven track record; and
- Ability to limit County funding of the project.

Project Organization

The following key organizational elements should be established for helping guide this project.

- **County Team Leader or Project Manager:** The County should establish the position of Team Leader or Project Manager to coordinate the project with the County interagency team and work closely with other stakeholders in the preparation of the Request for Qualifications/Request for Proposal (RFQ/RFP), evaluation of the developer team, and implementation of the development. The team leader or project manager should have experience managing complex development processes that involve public-private partnerships, public engagement, task forces, and requirements of government organizations. A professional search should be conducted to identify a project manager with the required experience and skills. The team leader or project manager position will provide a clear focus and ensure that the County is being proactive in the development process.
- **Development Team:** Through the Request for Qualifications and Request for Proposal (RFQ/RFP) process, the County should identify a development team for implementing the reuse and rehabilitation of the Reformatory and Penitentiary Area. The development team should include: developer(s), end users (as appropriate), architects, engineers, landscape architects and environmental specialists. The development team should have a proven track record in developing complex projects with historic structures, extensive public involvement, securing a variety of funding sources and developing projects with a mix of public and private uses. The development team will be identified through the RFQ/RFP process that will involve submittal and evaluation of qualifications, development approach and plan, business plan, and other supporting materials. The process will include the identification of a shortlist of development teams followed by an interview process. Evaluation of these teams should be done by senior County staff with input from a few key stakeholders.
- **Laurel Hill Project Advisory Committee:** A Laurel Hill Project Advisory Committee of citizens should be established to monitor the development of the Reformatory and Penitentiary Area and ensure that the development process is objective and transparent to all County stakeholders, including the Board of Supervisors, citizens and development partners. The committee will audit the process to ensure that it is implemented in accordance with all relevant documents, including the Memorandum of Agreement, the

County Comprehensive Plan and the final Task Force recommendations approved by the Board of Supervisors.

The Laurel Hill Project Advisory Committee should interact with the project manager and development team and make recommendations as necessary. The committee should provide periodic reports to the Board of Supervisors.

The Laurel Hill Project Advisory Committee should be invited to participate in the development of any redevelopment or adaptive use strategies for development within the adaptive reuse areas. Such participation should include at a minimum, a period of thirty (30) calendar days prior to the release of any RFPs related to redevelopment or adaptive use to comment on the proposed RFP.

The Laurel Hill Project Advisory Committee should be comprised of three at-large members appointed by the Board of Supervisors for a two to three-year term. At least one member should have professional development expertise and another member from the Laurel Hill Reuse Task Force.

Project Steps and Schedule

Ongoing Years 1-5:

Stabilization: The County should move quickly to implement the building stabilization activities as identified in the 2004 Facility Condition Assessment. Implementing the recommendations will ensure the protection and future viability of the buildings during the subsequent steps described below.

Asbestos: The County should continue to remove asbestos from the buildings within the reuse area. This effort should continue to be prioritized to address the buildings and areas that are most likely to be reused in the near term.

Step 1

Laurel Hill Project Advisory Committee: Immediate creation and appointment of a three-member citizen committee by the Board of Supervisors to monitor the development of the Reformatory and Penitentiary Area and ensure that the development process is objective and transparent to all County stakeholders, including the Board of Supervisors, citizens and development partners.

Comprehensive Plan: Following review of the Task Force recommendations, authorization of an Out-of-Turn Plan Amendment by the Board of Supervisors to consider Comprehensive Plan changes necessary to support implementation of the mixed use concept.

Memorandum of Agreement and Other Document Review: Following review of the Task Force recommendations, action by the Board of Supervisors to direct County Staff to undertake a review of the Memorandum of Agreement with the General Services Administration and other

pertinent documents to determine if revisions may be appropriate to support implementation of the Task Force recommendations. Review of the Memorandum of Agreement should include devising an approach to amend paragraph 10 to add the Laurel Hill Project Advisory Committee as a participant in the development of adaptive reuse strategies in the area designated as eligible for inclusion in the National Register of Historic Places.

Standards and Guidelines for the Lorton Prison Historic District: The Task Force recommends the completion of the draft standards and guidelines under development by the County's Architectural Review Board. The standards and guidelines should include an explanation of the district's historic context and how it supports the Statement of Significance. The discussion of historic context in the draft Standards and Guidelines should clarify what constitutes the Progressive Era of penal reform and Colonial Revival style architecture as well as other themes or contexts and their relationship to historic significance. Finally, the Task Force recommends that the Architectural Review Board advertise and hold public hearings to provide an opportunity for public review and input. At least one hearing should be held in the South County area.

Step 2

Team Leader / Project Manager: As soon as the Board of Supervisors has approved the Task Force recommendations (Winter 2004), the County should move forward with a search for a Team Leader / Project Manager. The goal should be to select this person by the end of 2004/early 2005.

Step 3

REOI /RFP /RFQ process: Once the BOS has approved the Task Force recommendations, the County should move forward with a Request for Expression of Interest (REOI) for developing the Reformatory and Penitentiary Area. Target date for the submittals from the REOI should be March 2005.

At a minimum, responses to the REOI should include:

- Identification of development entity;
- Previous development experience;
- Vision or project concept in sufficient detail to respond to the Development Guidelines;
- Evidence of financial capability;
- Proposed project management ;
- Experience in the operation and management of similar projects;
- Identification of key consultants; and
- References.

Based on the input from the REOI, the County should then proceed with RFQ/RFP with submittals by Fall 2005. Developers involved in the RFP phase of the evaluation process will be required to provide the following information: financial statements for the preceding three years,

market analysis supporting the feasibility of the proposed uses, design plans reflecting preliminary concepts, layout and project elements at a level to reasonably derive cost estimates for development, detailed pro forma financial and cash flow analysis and funding plan for the project, and terms and conditions for the proposed agreement with the County. Evaluation and selection of a preferred development team should be targeted to occur by the end of 2005.

Step 4

Development Agreement: Once the development team has been identified, the County should proceed with the negotiation of a development agreement. This agreement would address timing of the development, responsibilities of the various parties and the financial obligations of the development including preparation of a detailed business plan. The timeframe for establishing the development agreement should be 6 months from selection of the development team.

Schedule and Phasing of the Development: The County and development partner should agree on when and who should be implementing the various elements of the development including infrastructure improvements, reuse of buildings, approvals site access, and maintenance.

Responsibilities: This agreement should provide clear and detailed listing of who is responsible for the different aspects of this complex project. Responsibilities should address site improvements, approval process, maintenance of buildings and the grounds, site security, interim use, and public input.

Financial Obligations: The agreement should clearly lay out the expectations of the County and developer. A detailed business plan should be developed by the development partner prior to finalizing the financial arrangements and to ensure that County investment in the site is properly protected and leveraged (see Sections 5.2 and 5.7).

Zoning: Any necessary zoning district change should be identified and initiated during this phase.

Step 5

Implementation of the Reuse Plan: Once all the agreements are in place, the County should work closely with the development team to streamline the approval process, including the Comprehensive Plan and rezoning process. The goal for implementation would be to have overall development substantially complete by 2009 (i.e. 5 years following the implementation of the building stabilization plan). If the plan is going to be developed in phases, the first phase should be substantially completed by 2007.

Contingency Planning: If the County is not able to identify a qualified development team during the RFP/RFQ process (Step 3) for the reformatory or penitentiary phases of the project or both, the County may consider amending the development scenario for either or both phases. Such amendments can include reducing the scope of an adaptive reuse strategy to incorporate fewer existing structures.

When considering amendments to an approved master plan scenario for the Reformatory and Penitentiary Area, priority should be assigned to those historically relevant structures with the best potential of preserving the predominant historic themes: Progressive Era prison reform and Colonial Revival style of architecture employed by Snowden Ashford.

Amendments to an approved master plan scenario also should utilize the historic hierarchy of structures under the Relevance to Vision document described in Section 5.4.

The County also may consider demolition of contributing structures as outlined in the Fairfax County Comprehensive Plan, Lower Potomac Planning District, LP1-Laurel Hill Community Planning Sector for sub-unit 3B:

“If preservation and adaptive reuse of some of the structures are determined, after a public hearing by the Board of Supervisors, to not be feasible, this area should be used for park and open space.”

5.7 Project Economics

The project economics were analyzed as part of the Task Force planning process. The analysis was intended to provide an understanding of the financial viability of developing the site. One of the key drivers to developing the site is the costs associated with rehabilitation of the buildings. In particular, the cost of rehabilitation of historic buildings is typically higher than new construction. The consultant team provided the Task Force with financial analysis that identified the potential site and building costs and the potential revenue from redeveloping the site. This analysis incorporated a number of assumptions, but provided a sense of what it will take to develop this site. Based on this analysis, it is clear that any development will likely have some level of financial gap.

The uses that can help minimize the gap are generally residential, small professional office, and retail. While the education uses will generate revenue, they are likely to be less than residential, office and retail uses. It is also important to note that these uses would largely be implemented through private financing. Options for reducing project costs are illustrated in Figure 32.

Numerous financial scenarios could be used to facilitate the financing depending on the income of the clients served such as Low Income Housing Tax Credits for magnet housing. Below market financing also could be arranged by the FCRHA through loans such as the Housing Trust Fund and Bond financing. Federal programs such as HOME, and Community Development Block Grant are often leveraged with other forms of creative financing. Historic tax credits can also be applied for through both the Federal Government and State Government. These tax credits could apply to the entire development by a for profit entity. Further description of some of these funding sources is described in the next section.

FCRHA Funding Sources

Tax Exempt Bond Financing. The FCRHA is authorized to issue tax exempt bonds for multifamily housing projects. The FCRHA can provide tax exempt bond financing to 501(c)(3) corporations without limitation; however, all projects are subject to financial feasibility and underwriting analysis. If the developer applies to VHDA for tax exempt bond financing along with 4% low income housing tax credits, the FCRHA can also provide this tax exempt bond financing. Projects will generally require a significant size to be worth the issuance costs of tax exempt financing, or roughly \$3 million in total development costs.

Grants and Other Partnership Opportunities. The FCRHA actively pursues grants, philanthropic donations, and nontraditional sources of funds for its programs.

Other Virginia Funding Sources

Historic Tax Credits. The Virginia Department of Historic Resources administers both the federal and the state Rehabilitation Tax Credit Programs. The federal credit is 20% of eligible rehabilitation expenses. The state credit is 25% of eligible rehabilitation expenses. In some cases, projects can qualify under both programs, allowing 45% of eligible rehabilitation expenses.

Commonwealth Fund. The Virginia Department of Housing and Community Development (DHCD) administers this fund. The purpose of this fund is to expand affordable housing through predevelopment financing and gap financing. DHCD established four broad categories for allocating and implementing the Fund: 1) gap finance lending to non-profit developers to assist hard to develop affordable housing projects; 2) grants and/or deferred loans to very challenging projects being developed by established non-profits that meet specific housing and community development policy objectives; 3) equity investments with seasoned sophisticated non-profit developers and CDCs; and 4) predevelopment and land assembly activities.

Reformatory			
Description	Project Cost	Funding Sources	Possible Approaches to Reduce Project Cost
<p>Residential loft type units: 50-125 including magnet housing</p> <p>Retail: 40,000-60,000 square feet with potential for 10-30 residential units including magnet housing</p>	<p>\$45 million total</p> <p>\$8.5 million in infrastructure costs</p> <p>\$26.5 million in rehabilitation costs</p> <p>\$10 million in new construction costs</p>	<p>Private investment</p> <p>Historic tax credits</p> <p>Public/private partnership</p>	<p>Increase residential and/or retail components</p> <p>Reduce number of structures re-used</p>

Penitentiary			
Description	Project Cost	Funding Sources	Possible Approaches to Reduce Project Cost
<p>Education, supporting office, research facilities and other similar uses: 50,000 – 125,000 square feet</p>	<p>\$30 million total</p> <p>\$5.5 million in infrastructure costs</p> <p>\$24.5 million in rehabilitation costs</p>	<p>Federal and state funding</p> <p>Historic Tax Credits</p> <p>Accredited education partners</p> <p>Private Investment</p>	<p>Convert one or more buildings to residential use</p> <p>Reduce number of structures re-used*</p>

* See Appendix 5: Education/Cultural Summit Meeting Summaries

Figure 32: Suggestions to Reduce Potential Long Term Reliance on Fairfax County

County Financial Participation

Fairfax County has and continues to invest a significant amount of money in maintaining the site and buildings, weatherizing the buildings to protect them until they are rehabilitated, and in abating asbestos which has been found in a number of buildings.

The anticipated investment includes the following:

Building stabilization Reformatory and Penitentiary Area	\$3,900,000
Yearly security and site maintenance (includes the Workhouse and park areas)	\$710,000
Asbestos abatement Reformatory and Penitentiary Area	\$3,090,000

As mentioned in the previous section, the Task Force is recommending hiring a project manager to oversee the rehabilitation of the reuse areas.

As described at the beginning of this section, the Task Force was provided an initial financial analysis of the Task Force Recommended Conceptual Plan. This analysis indicated that there would be a gap in the project economics. The following chart provides a graphic illustration of the approximate proportionate amount of investment.

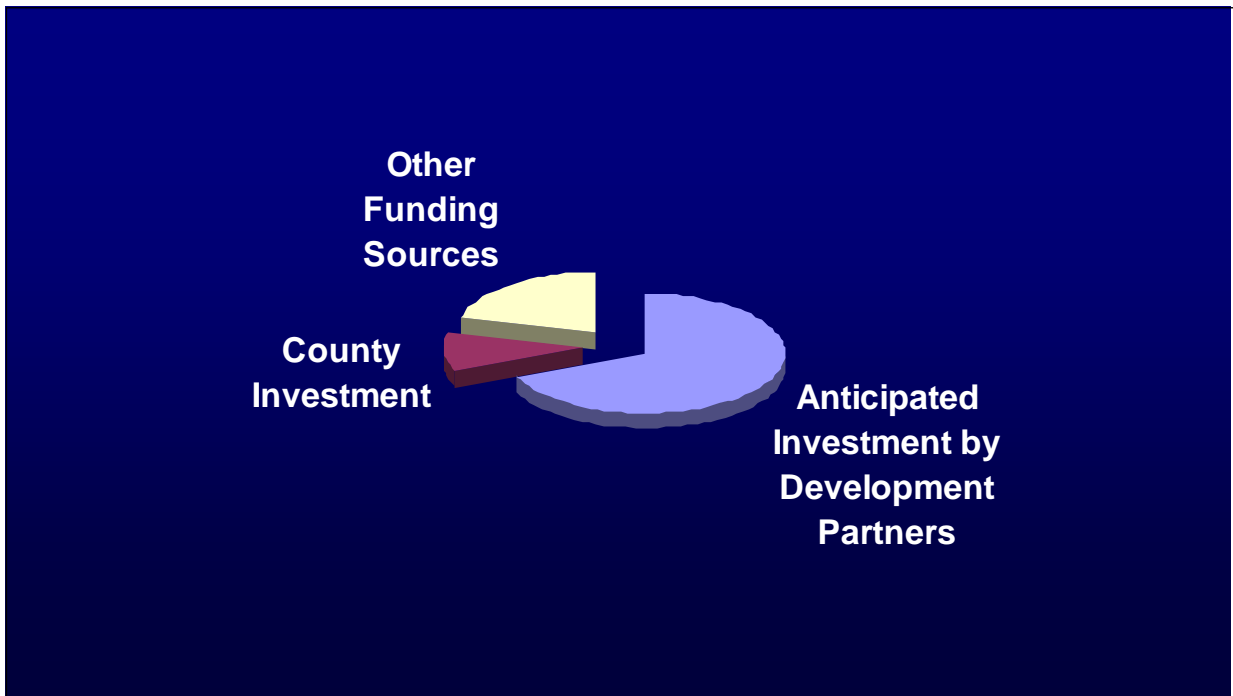


Figure 33: Proportionate Investment

5.8 Conclusion

It has been noted during the planning process and within this report that there is a potential that the development of the site for the recommended uses will likely have a financial gap (i.e. deficit). This financial gap will depend on a number of factors including:

- the planned use
- the number of retained historic buildings
- infrastructure requirements
- approval process
- ability of the developer to obtain other funding sources to offset the financial gap
- the County's willingness to participate in financially supporting the development of the site

The Task Force recommends that the County carefully evaluate and consider the development team's qualifications and proposed plan before entering in discussions and negotiations related to potential additional County support for this site. The Task Force strongly encourages the County to ensure that any investment made by the County, such as supporting the development of site infrastructure, is properly leveraged and the investment is helping to implement a viable and sustainable project for the site. If a viable development can not be identified, the County should proceed with the Contingency Planning process as described in Section 5.6 in the subsection titled "Project Steps and Schedule."